Natural Resource Plan

Environmental Impact Statement

Draft | March 2011



Index Field:

Document Type: EIS-Administrative Record **Environmental Document** Transmitted Public/Agencies

Project Name: Natural F Project Number: 2009-60

Natural Resource Plan EIS

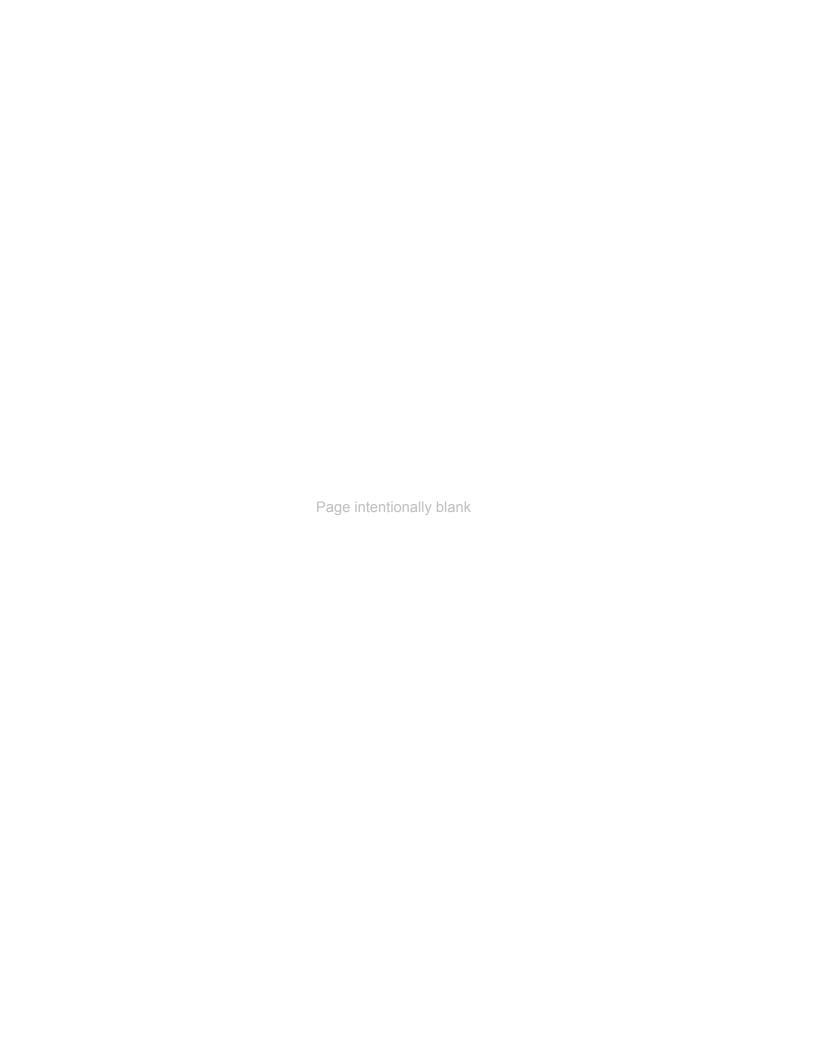
DRAFT ENVIRONMENTAL IMPACT STATEMENT

NATURAL RESOURCE PLAN

Alabama, Georgia, Kentucky, Mississippi, North Carolina, Tennessee, and Virginia

> **PREPARED BY:** TENNESSEE VALLEY AUTHORITY

> > **MARCH 2011**



Proposed project: Natural Resource Plan

Alabama, Georgia, Kentucky, Mississippi, North Carolina,

Tennessee, and Virginia

Lead agency: Tennessee Valley Authority

For further information,

contact:

Charles P. Nicholson, Manager

National Environmental Policy Act Compliance

Tennessee Valley Authority

400 West Summit Hill Drive, WT11D-K

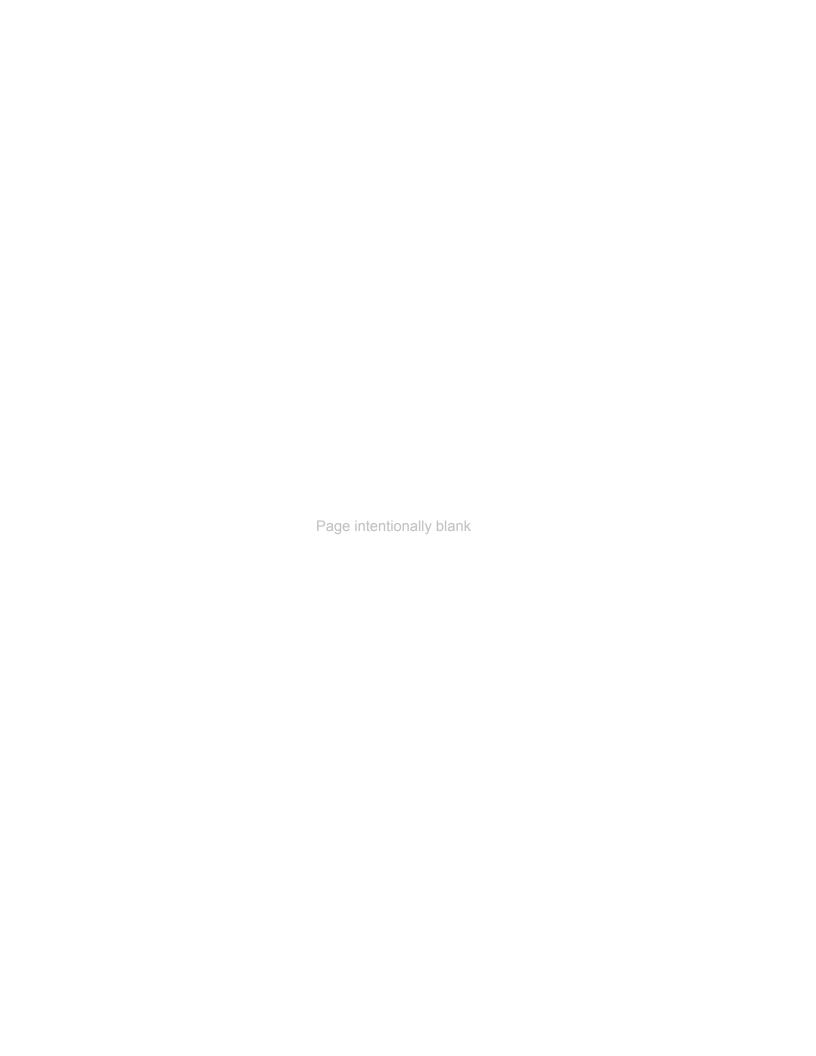
Knoxville, Tennessee 37902
Phone: 865.632.3582
Fax: 865.632.3451
E-mail: NRP@tva.gov

Comments must be

submitted by May 16, 2011

Abstract:

The Tennessee Valley Authority (TVA) proposes to adopt a Natural Resource Plan (NRP) to determine how TVA will manage its natural resources over the next 20 years. On May 19, 2008, the TVA Board of Directors approved the TVA Environmental Policy. The Environmental Policy sets forth principles to guide TVA in reducing the environmental impacts of its activities while continuing to provide reliable and affordable power to the Valley. By establishing the Environmental Policy, TVA committed to a more systematic and integrated approach to managing stewardship. The NRP addresses the planning processes and Environmental Policy objectives related to Water Resource Protection and Improvement, Sustainable Land Use, and Natural Resource Management. This environmental impact statement examines potential impacts associated with implementing the NRP proposed for these resources and reasonable alternative management strategies, including a No Action Alternative. Under the No Action Alternative, TVA would continue its current management approach. Under three Action Alternatives (Alternatives B, C, and D), TVA would alter its management approach to reflect the implementation of varying levels of activities across numerous stewardship programs. TVA's Preferred Alternative is Alternative D.



SUMMARY

PURPOSE OF AND NEED FOR ACTION

On May 19, 2008, the Tennessee Valley Authority (TVA or the Agency) Board of Directors (TVA Board) approved the TVA Environmental Policy. A biennial review of this policy occurred in August 2010 and did not result in an update or revision. The Environmental Policy sets forth principles to guide TVA in the reduction of the environmental impact of its activities while continuing to provide reliable and affordable power to the Tennessee Valley region. The Natural Resource Plan (NRP) addresses the planning processes and Environmental Policy objectives related to Water Resource Protection, Sustainable Land Use, and Natural Resource Management.

Historically, TVA has taken various approaches to managing biological, cultural, recreation, and water resources and to planning the use of reservoir lands. In its Environmental Policy, TVA committed to a more systematic and integrated approach to natural resource stewardship. The purpose of the NRP is to develop a plan to guide TVA's responsible management of natural resources over the next 20 years while upholding TVA's mission and renewed vision and balancing stewardship objectives with sound business practices. The following objectives and critical success factors in the Environmental Policy bear on this:

<u>Water Resource Protection and Improvement Objective</u>: TVA will improve reservoir and stream water quality, reduce the impact of its operations, and leverage alliances with local and regional stakeholders to promote water conservation.

Critical Success Factors

- Integrate the impacts of water quality and quantity into the long-range planning and decision-making process.
- Promote the integration of energy efficiency and water conservation into community planning and building construction.
- Collaborate in community outreach and partnerships through voluntary demonstrations of the efficient use of water resources and protection of water quality.

<u>Sustainable Land Use Objective</u>: TVA will strive to maintain the lands under its management in good environmental health, balancing their multiple uses, and will improve its land transaction processes to support sustainable development.

Critical Success Factors

- Actively manage TVA lands to meet the desired conditions for their purpose as defined in the reservoir land management plans.
- Improve reservoir shoreline conditions through collaborative partnership initiatives and balance the multiple uses of the reservoirs in accordance with TVA's Land Policy and Shoreline Management Policy.

 Manage TVA lands, mineral rights, and shoreline access to better achieve environmental commitments while meeting the needs for recreation, residential access, and economic development.

<u>Natural Resource Management Objective</u>: TVA will be a leader in natural resource management through the implementation of sustainable practices in dispersed recreation while balancing the protection of cultural, heritage, and ecological resources.

Critical Success Factors

- Allow for properly managed, ecologically friendly dispersed recreation while balancing the protection of biological, cultural, and heritage resources.
- Promote ecological diversity and wildlife habitats on TVA lands through partnerships and voluntary initiatives.
- Increase the level of environmental quality and management consistency among TVA-managed and -leased recreation facilities.

This EIS evaluates various approaches to management of biological and cultural resources, recreation, reservoir lands planning, and water resources. The general goal of the NRP is to integrate the objectives of these resource areas, provide for the optimum public benefit, and balance competing and sometimes conflicting resource uses. These competing interests and development pressures, coupled with today's environmental awareness, underscore the necessity for a consistent approach to the management of TVA's lands. The specific goals of the NRP include:

- 1. Aligning TVA's stewardship programs and plans with the Environmental Policy
- 2. Providing a strategic plan that
 - Guides TVA's resource management decisions and actions
 - Integrates stewardship objectives for optimum public benefits while developing efficiencies for natural resources
 - Strikes a balance between the competing and sometimes conflicting resource uses on TVA-managed lands
- 3. Increasing the efficiency of environmental reviews of TVA actions
- 4. Providing TVA staff with a "reference manual" to guide implementation activities
- 5. Providing clarity and transparency to the public

The geographical scope for biological and cultural resources management and recreation management components of the NRP is limited to the approximately 293,000 acres of reservoir lands, active and former fossil and nuclear properties, Raccoon Mountain Pumped Storage Plant, and Buffalo Mountain Wind Power Project site managed by TVA. The NRP would be implemented at TVA's fossil and nuclear properties and at Raccoon Mountain and Buffalo Mountain as interim and/or secondary management techniques, as appropriate.

Summary

These properties will remain power assets, and primary management will remain as power generation. It would be at TVA's discretion to determine the appropriate programs and activities within the NRP for implementation on these power properties.

Recreation management focuses on the recreation facilities and programs managed by TVA and stream access sites located near TVA-managed reservoirs.

The reservoir lands planning component of the NRP addresses the approximately 293,000 acres of TVA-managed reservoir lands. The geographical scope for the water resource management component of the NRP includes the entire Tennessee River watershed and focuses on those discretionary programs and activities implemented by TVA to improve reservoir and watershed water quality.

ALTERNATIVES INCLUDING THE PROPOSED ACTION

TVA has evaluated four alternatives for the NRP. Alternatives were developed using information from multidisciplinary TVA technical and advisory teams and from the public comments obtained during the scoping process described in Chapter 1. Under each of the alternatives, the following conditions would apply:

TVA would continue to conduct environmental reviews to address site-specific issues prior to the approval of any proposed activity on lands under TVA's control. Future activities and land uses would continue to be guided by the TVA Land Policy and other relevant policies. In its reservoir lands planning activities, the allocation of uses on TVA property is not intended to supersede deeded landrights that may be held by others.

Alternative A — No Action Alternative. Under the No Action Alternative, TVA would continue to implement the existing stewardship programs and tools, aligning with existing policies and strategies, and would continue to apply the existing methodology when planning lands along TVA reservoirs. This alternative emphasizes regulatory and technical requirements, assessments of TVA-managed resources and partnerships, and capital projects associated with TVA-managed recreational facilities. TVA would manage and support stewardship activities on its lands through existing prioritization methods that consider recreational needs and public safety while meeting applicable regulations and policies.

Alternative B — Custodial Management. Under Alternative B, specific programs that address safety and compliance with TVA's mission, applicable laws, regulations, and executive orders (EOs) and policies would be implemented. As laws, regulations, policies and EOs are created or amended; implementation activities would be revised to reflect this. In those areas in which TVA would discontinue programs or projects, existing contractual agreements relating to those programs or projects would be honored. In addition, TVA would focus on transitioning the management of certain recreational facilities through contractual agreements or would close the facilities. This alternative is consistent with custodial management, as described in the NRP.

Alternative C — **Flagship Management.** Under Alternative C, TVA would explore, pilot test, and implement new strategies for enhancing stewardship programs and developed recreational facilities while emphasizing sustainable technologies. Similarly, activities or projects that address safety and compliance with TVA's mission and applicable laws, regulations, policies, and EOs would be implemented. As these change, implementation activities would be revised accordingly.

Alternative D — Blended Management. Under Alternative D, TVA has identified key programs that are integral toward enhancing future implementation efforts while maintaining activities and projects that address safety and comply with TVA's mission and applicable laws, regulations, policies, and EOs. This alternative takes into account the interconnectivity of each resource area and their supporting programs, helping to establish a foundation by which TVA may implement greater levels of programs in the future.

Within this alternative, all program options have been placed into one of three priority level groupings as described in the NRP. The first grouping, custodial management, reflects those program options described under Alternative B. This level of effort represents the baseline at which TVA proposes to implement for its natural resource programs. The second grouping, blended management, identifies additional programs and activities that are integral to the successful implementation of the NRP and are considered to be a springboard to help TVA to effectively and efficiently implement additional activities as partnerships and/or funding allows. The third grouping, advanced management, reflects program options that could be considered for future execution depending upon available opportunities, partnership, and resources and on the condition that these programs do not undermine TVA's ability to conduct the programs in the custodial and blending management groupings. The programs in the advanced management grouping are higher levels of implementation effort that were not included in the blended management grouping.

AFFECTED ENVIRONMENT

The geographical scope will be referred to further as TVA-managed lands. Moreover, the Tennessee River watershed and TVA's power service area (PSA) will be collectively referred to as the TVA region, the primary study area. This area comprises 202 counties and approximately 59 million acres. In addition to the Tennessee River watershed, it covers parts of the Cumberland, Mississippi, Green, and Ohio rivers where TVA power plants are located. For some resources, such as air quality, and for the consideration of climate change issues, the assessment area extends beyond the TVA region. For some socioeconomic resources, the study area consists of the 170 counties where TVA is a major provider of electric power and Muhlenberg County, Kentucky, where the TVA Paradise Fossil Plant is located.

Recreation. Recreation demand is driven by population levels, recreation participation rates, and innovations in recreation equipment. Analysis of the current United States Census data provides estimates over the next 20 years of population increases of between 18 and 19 percent for the TVA region. Assuming that current participation rates remain relatively constant, recreation demand is anticipated to grow in direct proportion to the population. Public pressure would increase on TVA-managed lands, shoreline, and waterways in response to this demand.

Natural Areas. Natural areas occurring on TVA-managed lands include both TVA- and non-TVA-managed areas and ecologically significant sites. TVA managed natural areas include small wild areas, habitat protection areas, ecological study areas, and wildlife observation areas. These natural areas are further defined in Chapter 4. TVA manages 154 natural areas and conducts specific management activities that are suitable for a particular natural area designation. Examples of management activities are located in Chapter 2. There are 229 natural areas and ecologically significant sites occurring on or adjacent to TVA-managed lands that are managed by other agencies under contractual agreements.

Terrestrial Ecology. For the purpose of this EIS, the terrestrial ecology discussion focuses on the lands within the TVA region. The TVA region encompasses nine ecoregions. The terrain across the Valley is diverse from mountains to bottomland hardwoods and cypress swamps. This area, rich in biodiversity, is composed of numerous habitats and plant communities, which house approximately 4,000 species of herbs, shrubs, and trees. Much of the region is heavily forested, and three forest regions and two subregions are recognized.

Approximately 55 species of reptiles, 72 amphibians, 182 species of breeding birds, and 76 species of mammals occur in these ecoregions. Although some wildlife species have widespread distributions, others have restricted ranges unique to specific ecoregions. For example, forest habitats in the Blue Ridge Mountains provide globally significant habitat for many species, especially amphibians and land snails. The high elevations found in the Blue Ridge ecoregion also provide habitat for relict populations of animals typically found in more northern latitudes.

Wetlands. Wetland resources vary in their types and extents across these ecoregions due to the influence of geology, topography, and land use patterns. In the Blue Ridge, Ridge and Valley, and Central Appalachians ecoregions located in eastern portions of the TVA region, wetlands occupy a relatively small percent of the landscape relative to uplands. These ecoregions are typically marked by relatively steep topography and deeply incised stream channels. Wetlands are typically small and isolated or linear in feature and associated with the floodplain areas of streams, rivers, and creeks. Moving westward across the TVA region, the topography levels out, and wetlands become more common. Broad, flat floodplain areas are common features, and various types of wetland habitats, especially bottomland hardwood forested wetlands, are widespread.

Water Quality. Water quality is generally good in the TVA region. Most beneficial uses (as designated by the states) are supported in most water bodies, including fish and aquatic life, public and industrial water supply, waste assimilation, agriculture, and water-contact recreation. Of the approximately 42,000 perennial stream miles in the Valley, 8,500 miles are not fully supporting their designated uses (compiled from seven Valley states' 2008 305(b) reports), and 113,000 acres of lakes and reservoirs (compiled from seven Valley states' 305(b) reports [2008 and 2010]) (out of approximately 660,000 total acres) are not supporting their uses.

Aquatic Ecology. Rivers located in the TVA region support a large variety of freshwater fishes and invertebrates (including freshwater mussels, snails, crayfish, and insects). Due to the number of major river systems found in this region, the Southeastern United States is recognized as a globally important area for freshwater biodiversity. The EIS discussion of affected aquatic environments focuses on two distinct categories of water bodies: the TVA reservoir system within the Tennessee River drainage and "free-flowing" streams that are unaffected (or relatively unaffected) by the presence of TVA's dams and reservoirs.

Endangered and Threatened Species. Aquatic Species. The Tennessee River and its tributaries contain many species that are federally listed as threatened or endangered. Many more species are listed by the states in the Tennessee River drainage. A summary of the number of state- and federally listed aquatic animal species known from the Tennessee River drainage is presented in Chapter 3. None of these species are known to occur on the TVA-managed lands that are a part of this plan. However, many of these species occur in streams and reservoirs adjacent to these lands. Terrestrial Animal Species. There are 33 federally listed, protected or candidate terrestrial animal species

occurring in the TVA region. Of these species, only five potentially occur on TVA-managed lands. These species include bald eagle, gray bat, interior least tern, piping plover, and Indiana bat, listed in decreasing prevalence of occurrence. A sixth species, red-cockaded woodpecker, historically occurred on or near TVA-managed lands. In recent decades, this species only occurs in isolated pockets in extreme southern portions of the region. *Plants*. There are 44 federally listed as endangered and threatened species, six federal candidate species, and 996 state-listed plant species are known to occur within the TVA region. Over 80 percent of the federally listed species occur within four of the nine ecoregions: Blue Ridge with 27 percent, Southwestern Appalachians with 25 percent, Interior Plateau with 18 percent, and Ridge and Valley with 17 percent. Of the federally listed plant species, 11 taxa have the potential to be impacted by TVA actions associated with the NRP.

Cultural Resources. The Tennessee Valley enjoys a rich cultural heritage. The temperate climate and abundant resources attracted nomadic hunters into the region as early as 10,000 years ago. Through centuries of continuity and conflict, a rich diversity of Native American cultures evolved. Archaeological evidence of these cultures is found throughout the region, scattered over the region's landscape and buried under layers of flood-borne silt. TVA is responsible for many historic properties that are located on TVA-managed lands or involved with the many different projects that take place in the TVA region. Various laws require TVA to manage, protect, and preserve these resources to the extent possible and mitigate impacts to these resources due to TVA-related projects. Archaeological survey of lands by TVA reservoirs varies across the Valley, and over 11,500 archaeological sites have been recorded to date. Approximately 5,320 historic structures have been recorded on or near TVA-managed public lands.

Land Use. The Tennessee River system has its headwaters in the mountains of western Virginia and North Carolina, eastern Tennessee, and northern Georgia. The Valley watershed includes approximately 40,913 square miles. This area lies mostly in the state of Tennessee, with portions in six other states—Alabama, Georgia, Kentucky, Mississippi, North Carolina, and Virginia. TVA's PSA includes a total of 76,738 square miles, with 44,783 square miles extending outside the Valley. TVA-managed lands adjacent to reservoirs include approximately 293,000 acres or 458 square miles encompassing parts of the seven Valley states.

Prime Farmland. In the TVA region, approximately 17,360,515 acres are designated as prime farmland, farmland of statewide importance, or farmland of local importance. On average, this represents 33.2 percent of the total acreage farmed within the seven-state service area. On average, prime farmland surrounding most reservoirs (where soils data are available) is less than 12 percent of the acreage.

Visual Resources. TVA-managed lands include dam reservations, water bodies with floodrights, and tracts of land adjacent to the water bodies that range in size from tenths of an acre to several hundred acres. Since the scenic features of the landscape are not limited by land boundaries, landscape character extends across TVA-managed lands and other public and private lands alike. Large parts of the Tennessee Valley have the characteristics of a scenic, rural countryside.

Floodplains. As stated in the TVA Act, one of the primary reasons that TVA was established was to "control the destructive floodwater in the Tennessee River and the Mississippi River Basins." A series of dams and reservoirs was constructed to make flood control a reality. The operation of the integrated reservoir system substantially lowers the risk of flooding in the Valley and in the Ohio and Mississippi rivers basins.

Socioeconomics and Environmental Justice. The total population of the region is about 10.6 million, as of 2009. The larger population concentrations in the region tend to be located along the corridors of the Tennessee, French Broad, Cumberland, and Tennessee rivers. In 2008, the total employment for the study area was almost 6.1 million. In 2008, the per capita personal income for the study area was \$32,949, about 82 percent of the national average of \$40,166. However, the 2008 average income levels vary widely across the study area. Minorities constitute 21.2 percent of the population within the study area. However, the distribution within the region is very uneven. Minorities are a relatively large share of the total population in most counties located in the western portion of the study area. In 2008, the poverty level for the study area was estimated to be 15.9 percent, higher than the national average of 13.2 percent. County poverty levels are higher than the regional average more frequently in the western part of the region and in counties along or near the Tennessee-Kentucky border.

Navigation. Development of the Tennessee River navigation channel was essentially completed in 1945 with the construction of a series of 10 dams and navigation locks, extending commercial navigation from Knoxville, Tennessee, to Paducah, Kentucky, a distance of 652 miles. The Tennessee River waterway is an integral part of the interconnected, 12,000-mile National Inland Waterway System.

Air Quality. Air quality in the TVA region is generally good and has steadily improved over the last 30 years. There are currently no areas in the TVA region (nonattainment areas) that do not meet air quality standards for carbon monoxide, lead, nitrogen dioxide, sulfur dioxide (SO_2), ozone, and larger particulate matter (PM_{10}). A few counties in the eastern half of the region are designated as nonattainment for fine particulate matter ($PM_{2.5}$). Portions of the TVA region are expected to be designated as nonattainment for SO_2 and ozone standards, which were recently made more stringent.

Climate. The TVA region has a generally mild climate. Both annual average temperature and precipitation vary from year to year and neither shows significant long-term increasing or decreasing trends. Wind speeds are generally light with higher speeds in winter and spring and lower speeds in summer and autumn.

ENVIRONMENTAL CONSEQUENCES

Regardless of the alternative selected, some resources would not be directly affected either adversely or beneficially by the NRP, while other resources would likely be directly or indirectly affected in a minor way or to moderate degree across the range of alternatives. The relative impacts for each resource area are shown in figures presented in Chapter 5.

It is estimated that Alternative C would create the greatest potential beneficial impacts for the following resource areas: recreation, natural areas, wildlife, wetlands, water quality, listed aquatic species, listed terrestrial species, cultural resources, land use, prime farmland, and socioeconomics. Alternative D would create the greatest potential beneficial impacts for visual resources, listed plant species, and vegetation.

Alternative A would create the least potential beneficial impacts for the following resource areas: natural areas, vegetation, wildlife, wetlands, listed aquatic species, listed terrestrial species, listed plants, cultural resources, land use, prime farmland, and visual resources. Alternative B would create the least potential beneficial impacts for socioeconomics, water quality, and recreation. The potential impacts to floodplains, navigation, air quality, and climate would be relatively similar under all alternatives. Table S-1 provides a comparison

of resources and explains how each alternative could affect the resource. Relative benefical impacts to the resource are shown in figures in Chapter 5.

Table S-1. Summary of Potential Effects by Alternative

Table 5-1. Sur	Innary of Potential	Alternative B	Alternative C	Alternative D
Resource	Alternative A (No	(Custodial	(Flagship	(Blended
Resource	Action)	Management)	Management)	Management)
Developed Recreation	Beneficial impacts but insufficient to meet recreation demand	Growing gap in meeting recreation demand	Increase in the quality and quantity of recreation opportunites	Similar to Alternative A
Dispersed Recreation	Negative impact due to increased pressure on natural resouces	Beneficial impact in meeting recreation demand and managing impacts	Provides the most beneficial impact in meeting recreation demand and managing impacts	More beneficial than Alternative B but less than Alternative C
Natural Areas	Slightly adverse impacts due to lack of active management	Less adverse than Alternative A	Beneficial impacts due to proactive management	Less beneficial than Alternative C
Terrestrial Ecology — Plants	Negative Impacts anticipated due to spread of nonnative invasive plants (NNIPs)	Beneficial impact due to increase in NNIP management	Provides the greatest beneficial impact due to increase in NNIP management	Less beneficial than Alternative C
Terrestrial Ecology — Wildlife		No advers	se impacts	
Wetlands	Beneficial impacts due to No significant impacts identification, grotection, and restoration efforts		Provides the greatest beneficial impacts	
Water Quality	Beneficial impacts due to the Water Resource Management programs	Adverse impacts due to the reduction in Water Resource Management programs	Provides the greatest beneficial impacts	More beneficial than Alternative B but less than Alternative C
Aquatic Ecology	Beneficial impacts due to ongoing stewardship management	No significant impacts	More beneficial than Alternatives A and B	Provides the greatest beneficial impacts
Endangered and Threatened Species	No impacts to listed aquatic species and terrestrial animal species; impacts to listed plant species due to the spread of NNIPs			

Resource	Alternative A (No Action)	Alternative B (Custodial Management)	Alternative C (Flagship Management)	Alternative D (Blended Management)
Cultural Resources	Potential negative impacts to historic properties with the exception of programs associated with Archaeological Resources Protection Act	Less negative impacts than Alternative A	Greatest beneficial impacts due to proactively promoting protection and preservation of resources	More beneficial than Alternatives A and B but less than Alternative C
Land Use	Slightly adverse impacts due to lost opportunities for recreation and natural resource protection	Greatest potential for adverse impacts	Provides the least potential for adverse impacts	Similar to Alternative C
Prime Farmland	Beneficial impacts due to biological and cultural resources programs	Greater beneficial impacts than Alternative A	Greatest beneficial impacts	More beneficial than Alternatives A and B but less than Alternative C
Visual Resources	Reduction in the scenic attraction of TVA-managed lands	Increasingly beneficial impact in the scenic attraction of TVA-managed lands	Most beneficial impact in the scenic attraction of TVA-managed lands	Similar to Alternative C
Floodplains	Negligible loss of flood control and power storage		rage	
Socioeconomics and Environmental Justice	No impacts	Small negative impacts to the economy and quality of life	Positive impacts to the economy and quality of life	Less beneficial than Alternative C
Navigation	ſ		ommercial navigation	า
Air Quality	No negative impacts			
Climate	No impacts			

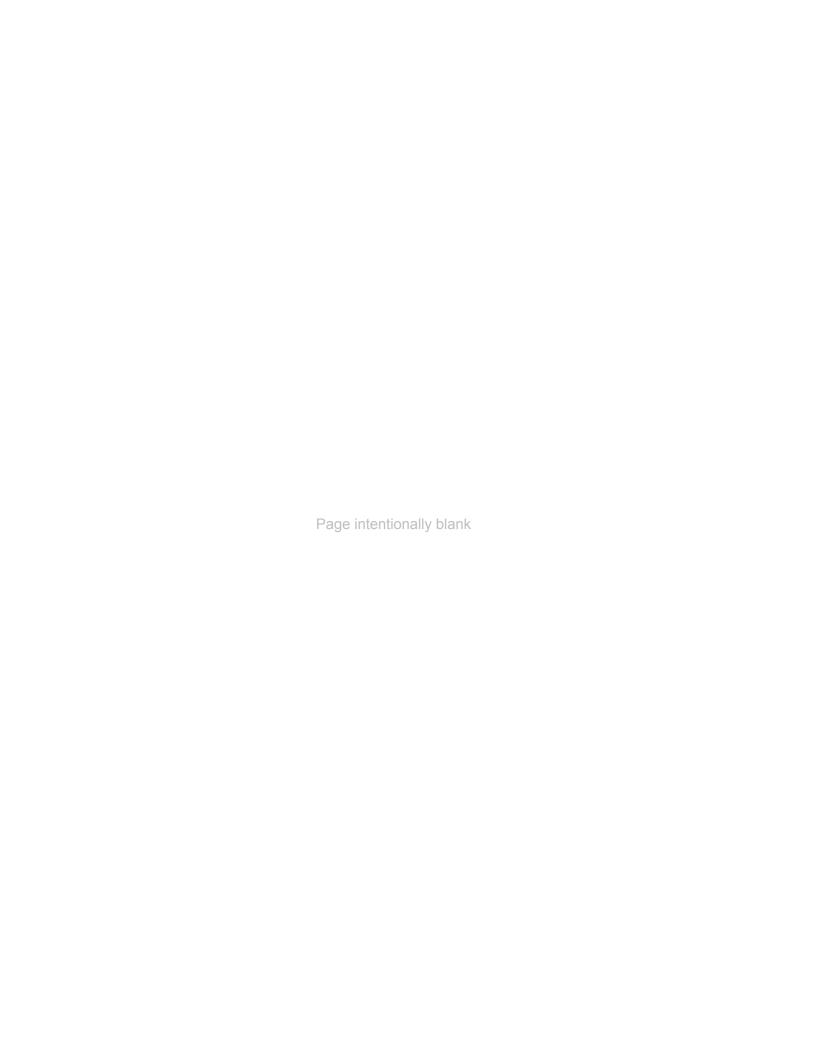


TABLE OF CONTENTS

1.0	PURPOSE OF AND NEED FOR ACTION	1
1.1.	Introduction	1
1.2.	The Tennessee Valley Authority	
1.3.	TVA's Stewardship Policies and Programs	
1.3	3.1. Environmental Policy	1
	3.2. Land Policy	
	3.3. Biological and Cultural Resources Management	
	3.4. Recreation Management	
	3.5. Reservoir Lands Planning	
	3.6. Water Resources Management	
	Purpose and Need	
	Scope of the Natural Resource Plan	
	The Decision	
	The Scoping Process	
	7.1. Regional Resource Stewardship Council	
	7.2. Summary of Public Participation	
	7.3. Scoping Response	
	7.4. Issue and Resource Identification	
	7.5. Alternatives Development	
	Statutory Overview and Necessary Federal Permits or Licenses	
	9.1. Statutory Overview	
	9.2. Necessary Federal Permits or Licenses	
	Environmental Impact Statement Overview	
	·	
2.0	RESOURCE MANAGEMENT PROGRAMS	
	Biological and Cultural Resources Management	
	1.1. Cultural Resources Management	
	1.2. Dispersed Recreation Management	
	1.3. Land Stewardship Assessment Tools	
	1.4. Public Outreach Programs	
	1.5. Sensitive Biological Resources Management	
	1.6. Terrestrial Habitat Management	
	2.1. Campground Management	
	2.2. Day Use Areas Management	
	2.3. Public Outreach Programs	
	2.4. Recreation Assessment and Design Tools	
	Reservoir Lands Planning	
	3.1. Reservoir Lands Planning Methodologies	
	3.2. Property Administration	
	Water Resource Management	
	4.1. Aquatic Monitoring and Management	
	4.2. Partnership Programs	
	4.3. Public Outreach Programs	
	4.4. Water Resource Improvement Programs	
	4.5. Water Resource Improvement Tools	
	4.6. Water Resource Standard Best Management Practices	
3.0	ALTERNATIVES	87
J. I.	Development of Alternatives	01

Natural Resource Plan

	I.1. Development of Program Options	
	I.2. Natural Resource Plan Program Analysis Framework	
	3.1.2.1. External Stakeholders	
	3.1.2.2. Scenario Planning Analysis	
	3.1.2.3. Other Strategic Considerations	
	I.3. Reservoir Lands Planning Analysis Framework	
	Alternatives Evaluated in Detail	
	2.1. Alternative A – No Action	
	3.2.1.1. Biological and Cultural Resources Management	
	3.2.1.2. Recreation Management	
	3.2.1.3. Reservoir Lands Planning	
	3.2.1.4. Water Resource Management	
	2.2. Alternative B – Custodial Management	
	3.2.2.1. Biological and Cultural Resources Management	
	3.2.2.2. Recreation Management	
	3.2.2.3. Reservoir Lands Planning	
	3.2.2.4. Water Resource Management	
	2.3. Alternative C – Flagship Management	
	3.2.3.1. Biological and Cultural Resources Management	
	3.2.3.2. Recreation Management	
	3.2.3.3. Reservoir Lands Planning	
	3.2.3.4. Water Resource Management	
3.2	2.4. Alternative D — Blended Management	
;	3.2.4.1. Biological and Cultural Resources Management	124
	3.2.4.2. Recreation Management	
	3.2.4.3. Reservoir Lands Planning	
	3.2.4.4. Water Resource Management	
	Other Program Options Considered	
	3.1. Other Biological and Cultural Resources Program Options Considered	
	3.2. Other Recreation Program Options Considered	
	3.3. Other Water Resource Program Options Considered	
3.4.	Other Alternatives Considered	
3.5.	·	
3.6.	The Preferred Alternative	141
4.0	AFFECTED ENVIRONMENT	143
4.4		
4.1.	Recreation	
4.2.	Natural Areas	
	Terrestrial Ecology	
	3.1. Vegetation	
	3.2. Wildlife	
	Wetlands	
4.5.	Water Quality	
4.6.	Aquatic Ecology	
	Endangered and Threatened Species	
	7.1. Aquatic Species	
	7.2. Terrestrial Animals	
	7.3. Plants	
	Cultural Resources	
	3.1. Archaeology	
	3.2. Historic Structures	
	Land USE	1//
1 10		
	Prime Farmland	179
4.11.	Prime Farmland	179 182

	Socioeconomics and Environmental Justice	
	Navigation	
	Air QualityClimate	
5.0	ENVIRONMENTAL CONSEQUENCES	
5.1	Overview of Potential Environmental Impacts by Resource Management	
J. 1.	Programs	204
5.1	.1. Biological and Cultural Resources	
	.2. Recreation Management	
	.3. Reservoir Lands Planning	
	.4. Water Resource Management	
	Recreation	
5.2	.1. Developed Recreation	210
5.2	2.2. Dispersed Recreation	214
	Natural Areas	
	Terrestrial Ecology	
	.1. Vegetation	
	.2. Wildlife	
	Wetlands	
	Water Quality	
	Aquatic Ecology	
	Endangered and Threatened Species	
	3.1. Aquatic Species	
	3.2. Terrestrial Species	
	3.3. Plants	
	Cultural Resources	
	Land Use	
	Prime Farmland	
	Visual Resources	
	Floodplains	
	4.1. Socioeconomics	
	4.2. Environmental Justice	
	Navigation	
	Air Quality	
	Climate	
	Unavoidable Adverse Effects	
	Relationship of Short-Term Uses and Long-Term Productivity	
	Irreversible and Irretrievable Commitments of Resources	
	Energy Resources and Conservation Potential	
	Summary of TVA Commitments and Proposed Mitigation Measures	
6.0	LIST OF PREPARERS	
6.1.	TVA NEPA Project Management	271
6.2.	ScottMadden Inc. Project Management	271
	Other TVA Contributors	
	Cardno ENTRIX Economics	
7.0	LIST OF AGENCIES, ORGANIZATIONS, AND PERSONS TO WHOM COPIES ARE SENT	279
8.0	LITERATURE CITED	283
GLOSS	SARY	483
		.

LIST OF APPENDICES

Appendix A -	- Maps	295
Appendix B -	- TVA's Recreation Chronology	301
Appendix C	- Summary of Public Participation	307
Appendix D	Forecast System Designations	325
Appendix E -	Multiple Use Tract Allocation Methodology	329
Appendix F -	- Land Use Zone Definitions	335
Appendix G	Single Use Parcel Allocation and Rapid Land Assessment Methodologies	345
Appendix H	Comparison of Programs and Goals Across Alternatives	351
Appendix I –	Water Resource Pollutant Load Reduction Methodology	367
Appendix J -	- Ranges in Reservoir Allocations for Alternatives C and D	371
Appendix K	 Listed Species and Sensitive Ecosystems Within the TVA Region 	381
• •	- Population Trend Data	
Appendix M	Additional Climate Change Information	477
	LIST OF TABLES	
Table 1-1.	Land Conveyed by TVA for Recreation Development	6
Table 1-2.	TVA-Managed Reservoirs	8
Table 1-3.	Public Scoping Meeting Dates and Locations	13
Table 1-4.	Agency Meeting Dates and Locations	14
Table 2-1.	Summary of TVA's Biological Resources Management Programs	23
Table 2-2.	Summary of Biological and Cultural Resources Management Public Outreach Programs	24
Table 2-3.	Summary of Cultural Resources Management Programs	25
Table 2-4.	Programs Proposed to Aid in TVA's Archaeological Resources Protection Act Enforcement Program	25
Table 2-5.	Activities Proposed to Aid in TVA's Native American Graves Protection and Repatriation Act Compliance	27
Table 2-6.	Activities Proposed to Aid in TVA's National Historic Preservation Act Section 106 Compliance	27
Table 2-7.	Activities Proposed to Aid in TVA's Preservation Program	28
Table 2-8.	Activities Proposed to Aid in TVA's Initiative to Preserve America	30
Table 2-9.	Activities Proposed to Aid in Dispersed Recreation Management	30
Table 2-10.	Activities Associated With Dispersed Recreation Improvements	31
Table 2-11.	Proposed Land Stewardship Assessment Tools	33
Table 2-12.	Parcel Conditions Reviewed During Comprehensive Land Conditions Assessment	34
Table 2-13.	Potential Stewardship Maintenance Needs	35
Table 2-14.	Proposed Biological and Cultural Resources Public Outreach Programs	37
Table 2-15.	Proposed Sensitive Biological Resources Programs	39
Table 2-16.	Listed Species Monitored by TVA and Partners on TVA-Managed Lands and Near TVA Operations	41

Table 2-17.	Proposed Terrestrial Habitat Management Programs and Activities	43
Table 2-18.	Previous TVA-Managed Land and Water Used for Federal and State Wildlife Management Programs	55
Table 2-19.	Summary of TVA's Recreation Management Program	
Table 2-20.	TVA Campground and Pavilion Revenues	
Table 2-21.	Proposed Recreation Public Outreach Programs	
Table 2-22.	Proposed Recreation Assessment and Design Tools	
Table 2-23.	Land Planning Methodology Applied to TVA Reservoirs	
Table 2-24.	Reservoirs Using the Forecast System or No Designations	
Table 2-25.	Reservoirs Using Single Use Parcel Allocations	
Table 2-26.	Reservoirs With Rapid Lands Assessment Data	
Table 2-27.	Summary of TVA's Water Resource Management Programs	
Table 2-28.	Proposed Water Resource Public Outreach Programs	
Table 2-29.	Number of Marinas Certified Under the Tennessee Valley Clean Marina Initiative Program	
Table 2-30.	Proposed Water Resource Improvement Programs	
Table 2-31.	Water Quality Improvements From Targeted Watershed Initiatives	
Table 2-32.	Partnership Funding for Water Quality Improvements From Targeted Watershed Initiatives	
Table 2-33.	Proposed Water Resource Improvement Tools	
Table 3-1.	Biological and Cultural Resources Management, Recreation Management, and Water Resource Program Options	
Table 3-2.	Reservoir Lands Planning Program Options	
Table 3-3.	Reservoirs Planned Using the Current Methodology and Land Use Zone Definitions	
Table 3-4.	List of Reservoirs Planned With Single Allocations	
Table 3-5.	List of Reservoirs to be Planned Under Alternative A	
Table 3-6.	List of Reservoirs to be Planned Under Alternative B	
Table 3-7.	Rapid Lands Assessment Data for Reservoirs	
Table 3-8.	Comprehensive Valleywide Land Plan Allocation Baseline	
Table 3-9.	Allocation Ranges for a Comprehensive Valleywide Land Plan	
Table 3-10.	Summary of Potential Effects by Alternative	
Table 4-1.	Recreation Facilities Located Within the TVA Region	
Table 4-2.	TVA Facilities and Reservoirs Located Within the Ridge and Valley Ecoregion	
Table 4-3.	Regional Variation of Wetland Abundance by Ecosystem — 2000	
Table 4-4.	Proportion of the TVA-Managed Lands With Wetlands — 2010	
Table 4-5.	Ecological Health Ratings of TVA Reservoirs	
Table 4-6.	State- and Federally Listed Aquatic Animal Species Present in the Tennessee River Drainage	
Table 4-7.	Federally Listed Species Potentially Impacted by the Natural Resource Plan	
Table 4-8.	State-Listed Plant Species Found Within 1 Mile of TVA's Facilities Within the Natural Resource Plan Geographical Scope	
Table 4-9.	Approximate Number of Archaeological Sites Identified on and Percent of TVA-Managed Lands Systematically Surveyed	
Table 4-10.	Numbers of Historic Structures Surveyed	
Table 4-11.	Land Use/Land Cover of TVA-Managed Lands	
		_

Natural Resource Plan

Table 4-12.	Land Use/Land Cover of 0.25-Mile Area Surrounding TVA-Managed Lands	179
Table 4-13	Acreage of Prime/Unique Farmland and Farming Trends in the Seven States Comprising the TVA Service Area	
Table 4-14.	Acreage of Prime/Unique Farmland Surrounding TVA Reservoirs	181
Table 4-15.	Resident Population, Tennessee Valley States	
Table 4-16.	Metropolitan Area Population, 2009	187
Table 4-17.	Navigation Locks Located on the Tennessee River Waterway	189
Table 4-18.	National Ambient Air Quality Standards	192
Table 4-19.	Monthly, Seasonal, and Annual Temperature Averages for Six National Weather Service Stations in the TVA Region for 1971-2000	194
Table 4-20.	Monthly, Seasonal, and Annual Precipitation Averages in the Tennessee River Watershed for 1971-2000	195
Table 4-21.	Monthly, Seasonal, and Annual Wind Speed Averages for Nine Sites in the TVA Region for 1973-2000	197
Table 4-22.	Monthly, Seasonal, and Annual Cloud Cover Averages for Nine Sites in the TVA Region for 1973-2000	
	LIST OF FIGURES	
Figure 1-1.	TVA-Managed Reservoir Land	3
Figure 1-2.	Natural Resource Plan Geographic Scope	
Figure 3-1.	Key Inputs to the Natural Resource Plan Decision-Making Process	
Figure 4-1.	Forest Regions Derived From Contemporary Forest Data	
Figure 4-2.	Wetlands of the TVA Reservoir System by Vegetation Class	
Figure 4-3.	Wetland Reservoir Types and Locations	
Figure 4-4.	Percentage of G1 Plant Communities per Ecoregion	
Figure 4-5.	Percentage of Federally Listed Species per Ecoregion	
Figure 4-6.	Percentage of State-Listed Plant Species per Ecoregion	173
Figure 4-7.	1971-2000 TVA Region Annual Average Temperature (°F) Based on Data From Six National Weather Service Stations	
Figure 4-8.	Annual Average Precipitation (Inches) for the Tennessee River Basin	196
Figure 4-9.	Prevailing Wind Direction for Surface Winds at Nine Regional Airports, 1973-2000	198
Figure 4-10.	Annual Observations and Fitted Trend Lines for Cloud Cover at Selected Airports and Solar Radiation at Selected Nuclear Plants for 1976/1977-2008	199
Figure 5-1.	Relative Beneficial Impacts of the Alternatives on Developed Recreation	214
Figure 5-2.	Relative Beneficial Impacts of the Alternatives on Dispersed Recreation	219
Figure 5-3.	Relative Beneficial Impacts of the Alternatives on Natural Areas	224
Figure 5-4.	Relative Beneficial Impacts of the Alternatives on Vegetation	225
Figure 5-5.	Relative Beneficial Impacts of the Alternatives on Wildlife	227
Figure 5-6.	Relative Beneficial Impacts of the Alternatives on Wetlands	229
Figure 5-7.	Relative Beneficial Impacts of the Alternatives on Water Quality	238
Figure 5-8.	Relative Beneficial Impacts of the Alternatives on Aquatic Ecology	241

Figure 5-9.	Relative Beneficial Impacts of the Alternatives on Listed Aquatic Species	243
Figure 5-10.	Relative Beneficial Impacts of the Alternatives on Listed Terrestrial Species	244
Figure 5-11.	Relative Beneficial Impacts of the Alternatives on Listed Plants	245
Figure 5-12.	Relative Beneficial Impacts of the Alternatives on Cultural Resources	254
Figure 5-13.	Relative Beneficial Impacts of the Alternatives on Land Use	256
Figure 5-14.	Relative Beneficial Impacts of the Alternatives on Prime Farmlands	259
Figure 5-15.	Relative Beneficial Impacts of the Alternatives on Visual Resources	261
Figure 5-16.	Relative Beneficial Impacts of the Alternatives on Floodplains	262
Figure 5-17.	Relative Beneficial Impacts of the Alternatives on Socioeconomics	263
Figure 5-18.	Relative Beneficial Impacts of the Alternatives on Environmental Justice	265
Figure 5-19.	Relative Beneficial Impacts of the Alternatives on Navigation	265
Figure 5-20.	Relative Beneficial Impacts of the Alternatives on Air Quality	266
Figure 5-21.	Relative Beneficial Impacts of the Alternatives on Climate	267



ABBREVIATIONS, ACRONYMS, AND SYMBOLS

Section Less Than

Less Than or Equal To

Greater Than Degree Celsius °F Degree Fahrenheit

Americans With Disabilities Act Accessibility Guidelines **ADAAG**

American Indian Religious Freedom Act **AIRFA ARPA** Archaeological Resources Protection Act

BFN Browns Ferry Nuclear Plant **Best Management Practices BMPs**

C&GCI Clean and Green Campground Initiative

CFR Code of Federal Regulations

CLCA Comprehensive Land Conditions Assessment

Carbon Dioxide CO₂ **CWA** Clean Water Act CWI Clean Water Initiative

CVLP Comprehensive Valleywide Land Plan DDT Dichlorodiphenyltrichloroethane

Dissolved Oxygen DO **Ducks Unlimited** DU

EA(s) Environmental Assessment(s) EE **Environmental Education**

e.g. Latin term, exempli gratia, meaning "for example"

EIS **Environmental Impact Statement Environmental Policy** TVA 2008 Environmental Policy

Executive Order(s) EO(s)

EPRI Electric Power Research Institute

ESA Endangered Species Act

ETC Endangered, Threatened, and Candidate

Finding of No Significant Impact **FONSI FPPA** Farmland Protection Policy Act Foundation and Trust Fund F&TF

GHG(s) Greenhouse Gas(es)

GIS Geographic Information System

HPA Habitat Protection Area

Hvdrologic Unit HU

Latin term, id est, meaning "that is" i.e.

IBI Index of Biotic Integrity

International Mountain Bicycling Association **IMBA IPCC** Intergovernmental Panel on Climate Change

IRM Integrated Resource Management

IRP Integrated Resource Plan **Land Policy** TVA 2006 Land Policy Land Conditions Assessment **LCA**

LNT Leave No Trace

LSMNC Land Stewardship Maintenance Needs Checklist

Memorandum(s) of Understanding MOU(s) **NAAQS** National Ambient Air Quality Standards **NABCI** North American Bird Conservation Initiative

NAGPRA Native American Graves Protection and Repatriation Act

n.d. Indicates "no date," or date which Web site was accessed is unknown

NEMO Nonpoint Education for Municipal Officials NEPA National Environmental Policy Act
NGOs Nongovernment Organizations
NHPA National Historic Preservation Act
NNIP(s) Nonnative Invasive Plant(s)

NOI Notice of Intent

NRCS Natural Resources Conservation Service
NRHP National Register of Historic Places

NRP Natural Resource Plan
NSR New Source Review
NWI National Wetlands Inventory

NWS
National Weather Service
NWSG
Native Warm-Season Grasses
O&M
Operation and Maintenance
PA
Programmatic Agreement
PCBs
Polychlorinated Biphenyls

PIF Partners in Flight
PSA Power Service Area

PSD Prevention of Significant Deterioration

QGP Quality Growth Program
RLA Rapid Lands Assessment

RLCA Rapid Land Conditions Assessment RLMP(s) Reservoir Land Management Plan(s)

ROS Reservoir Operations Study

RRSC Regional Resource Stewardship Council SE-EPPC Southeast Exotic Pest Plant Council

SFI Sport Fishing Index

SHPO(s) State Historic Preservation Officer(s)

Latin word meaning "in such a manner"; it is used to indicate that an incorrect phrase or meaning in the quote has been reproduced verbatim

from the original and is not a transcription error

SIP(s)State Implementation Plan(s)SMIShoreline Management InitiativeSMPShoreline Management PolicySMZ(s)Streamside Management Zone(s)

SQN Seguoyah Nuclear Plant

STM Stream and Tailwater Monitoring

SWA Small Wild Area

TCPs Traditional Cultural Properties

TDA Tennessee Department of Agriculture

TDEC Tennessee Department of Environment and Conservation

Trading Water Pollutant Trading
TRI Targeted Reservoir Initiative
TVA or the Agency Tennessee Valley Authority

TVA Board Tennessee Valley Authority Board of Directors
TVCMI Tennessee Valley Clean Marina Initiative

TWI Targeted Watershed Initiatives

TWRA Tennessee Wildlife Resources Agency **Unit Plans** Resource Management Unit Plans

U.S. United States

USACE U.S. Army Corps of Engineers

USCG U.S. Coast Guard

USDA U.S. Department of Agriculture

USEPAU.S. Environmental Protection Agency

USFS U.S. Forest Service

USFWS U.S. Fish and Wildlife Service U.S. Geological Survey

Sic

Valley

vs

Tennessee River Valley Vital Signs Wildlife Habitat Council WHC Wildlife Observation Area WOA

ws Wildlife Services

